AMENDED IN ASSEMBLY APRIL 20, 1998

CALIFORNIA LEGISLATURE—1997-98 REGULAR SESSION

ASSEMBLY BILL

No. 2372

Introduced by Committee on Public Safety (Hertzberg (Chair), Bowler, *Cunneen*, Goldsmith, House, Murray, Napolitano, Perata, and Washington)

February 20, 1998

An act to amend Sections 12000, 12001, 12005.5, 12081, and 12101 of the Health and Safety Code, to amend Section 6710 of the Labor Code, and to amend Sections 31600, 32000.5, and 34631.5 of the Vehicle Code, relating to explosives.

LEGISLATIVE COUNSEL'S DIGEST

- AB 2372, as amended, Committee on Public Safety. Explosives.
- (1) Existing law regulates the sale, use, transportation, and related conduct with respect to explosives, which are defined to include class A and class B explosives as classified by the United States Department of Transportation.

This bill would revise those definitions and related exemptions to apply to explosives in classes 1.1, 1.2, 1.3, 1.4, 1.5, or 1.6 as defined by that department, and explosives as defined in specified provisions of federal law. By expanding the definitions of existing crimes, the bill would create a state-mandated local program.

(2) The California Constitution requires the state to reimburse local agencies and school districts for certain costs

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mandated by the Statutory provisions establish state. procedures for making that reimbursement.

This bill would provide that no reimbursement is required by this act for a specified reason.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

The people of the State of California do enact as follows:

- 1 SECTION 1. Section 12000 of the Health and Safety
- Code is amended to read: 12000. For the purposes of this part, "explosives" 3
 - means any substance, or combination of substances, the
- primary or common purpose of which is detonation or
- 6 rapid combustion, and which is capable of a relatively
- instantaneous or rapid release of gas and heat, or any
- substance. the primary purpose of which,
- combined with others, is to form a substance capable of
- 10 a relatively instantaneous or rapid release of gas and heat.
- "Explosives" includes, but is not limited to, any explosives
- as defined in Title 18 of the United States Code and Title 12
- 13 27 of the Code of Federal Regulations, and any of the
- 14 following:
- (a) Dynamite, nitroglycerine, picric acid, lead azide, 15
- 16 fulminate of mercury, black powder, smokeless powder,
- propellant explosives, detonating primers, blasting caps, 17
- 18 or commercial boosters.
- 19 (b) Substances determined to be class 1.1, class 1.2,
- 20 class 1.3, and class 1.6 explosives as classified by the United
- 21 States Department of Transportation under the United 22 Nations guidelines.
- 23 (c) Nitro carbo nitrate substances (blasting agent)
- 24 classified as class 1.5 explosives by the United States
- 25 Department of Transportation under the United Nations
- 26 guidelines.
- (d) Any material designated as an explosive by the 27
- 28 State Fire Marshal. The designation shall be made
- 29 pursuant to the classification standards established by the
- 30 United States Department of Transportation. The State
- 31 Fire Marshal shall adopt regulations in accordance with

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the Government Code to establish procedures for the classification and designation of explosive materials or explosive devices that are not under the jurisdiction of the United States Department of Transportation pursuant to provisions of Title 18 of the United States Code and Title 27 of the Code of Federal Regulations that define 6 explosives.

- (e) Certain class 1.4 explosives as designated by the 9 United States Department of Transportation under the 10 United Nations guidelines when listed in regulations adopted by the State Fire Marshal.
- (f) For the purposes of this part, "explosives" does not 13 include any destructive device, as defined in Section 14 12301 of the Penal Code, nor does it include ammunition 15 or small arms primers manufactured for use in shotguns, 16 rifles, and pistols.
- 17 SEC. 2. Section 12001 of the Health and Safety Code 18 is amended to read:
 - 12001. This part does not apply to any of the following:
 - person engaged in the transportation (a) Any regulated by, and when subject to, explosives provisions of Division 14 (commencing with Section 31600) of the Vehicle Code.
 - (b) Small arms ammunition of .75 caliber or less when designated as a class 1.4 explosive by the United States Department of Transportation.
- (c) Fireworks regulated under Part 2 (commencing 28 with Section 12500) of this division, including, but not limited to, special effects pyrotechnics regulated by the State Fire Marshal pursuant to Section 12555.
- 31 explosives while in the 32 transportation via railroad, aircraft, water, or highway when the explosives are in actual movement and under 34 the jurisdiction of and in conformity with regulations 35 adopted by the United States Department 36 Transportation, United States Coast Guard, the
- 37 Federal Aviation Agency. However, no explosives shall
- 38 be sold, given away, or delivered except as provided in
- Section 12120.

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(e) Special fireworks classified by the United States Department of Transportation as class 1.3 explosives when those special fireworks are regulated under Part 2 (commencing with Section 12500) of this division, when a permit has been issued pursuant to regulations of the State Fire Marshal.

- (f) (1) Black powder in quantities of 25 pounds or less in the hands of a retailer having a permit issued under Article 2 (commencing with Section 6066) of Chapter 2 10 of Part 1 of Division 2 of the Revenue and Taxation Code and in quantities of five pounds or less in the hands of all others and smokeless powder in quantities of 20 pounds or less used, possessed, stored, sold, or transported that is 14 exempted under, or authorized by, the 15 Organized Crime Control Act of 1970 (Public Law 16 91-452) and applicable federal regulations thereunder.
- (2) All cities, counties, and special districts and county 18 service areas providing fire protection shall require retailers in possession of black powder to notify fire authorities.
- SEC. 3. Section 12005.5 of the Health and Safety Code 22 is amended to read:
- 12005.5. (a) This shall not apply part 24 possession, handling, storage, transportation, or use of not more than 10 pounds of blasting agents (class 1.5 explosives), two pounds of class 1.1, 1.2, or 1.3 explosives, or 1,000 feet of detonating cord, or any combination thereof, by authorized employees of the Department of Transportation, acting within the scope employment, in the pursuit of seismic explorations.
- (b) The Department of Transportation may not 32 undertake seismic exploration, unless that the fire authority having jurisdiction in the area of the proposed seismic exploration has received a written notice from the department at least 48 hours prior to the commencement 36 of the seismic exploration. The notice shall include the time and location of the proposed seismic exploration. In addition, the employee supervising the proposed seismic exploration, or his or her designated representative, shall consult with the fire authority to determine if the

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proposed handling, storage, transportation, or use of explosives would constitute an unreasonable hazard to life or property. If the fire authority determines that such a hazard would arise, the department shall not engage in 5 storage, transportation, use that handling, 6 explosives.

(c) The state shall be strictly liable for any injury to any person or property proximately caused by the handling, storage, transportation, or use of explosives by of Transportation 10 Department for the purpose conducting seismic exploration. All claims for damages against the state arising under this section are governed by the procedures set forth in Part 3 (commencing with Section 900) and Part 4 (commencing with Section 940) of Division 3.6 of Title 1 of the Government Code.

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- SEC. 4. Section 12081 of the Health and Safety Code 16 17 is amended to read:
- 12081. Except as limited by Chapter 6 (commencing 19 with Section 140) of Division 1 of the Labor Code and 20 Section 18930, the State Fire Marshal shall prepare and adopt, in accordance with Chapter 3.5 (commencing at Section 11340) of Part 1 of Division 3 of Title 2 of the 23 Government Code, reasonable regulations that are not in conflict with this part, relating to the sale, use, handling, possession, and storage of explosives.

The building standards adopted and submitted for 27 approval pursuant to Chapter 4 (commencing with Section 18935) of Part 2.5 of Division 13 and the other regulations adopted by the State Fire Marshal shall do all 30 of the following:

- (a) Make reasonable allowances for storage facilities in 32 existence when the regulations become effective. No allowance, however, shall be made for storage facilities 34 which constitute a distinct hazard to life and property, nor shall any allowance be made for storage facilities wherein proper safeguards for the control and security of explosives cannot be maintained.
- 38 (b) Be based performance standards on wherever 39 possible.

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(c) Make reasonable allowances for the storage of gunpowder for commercial and private use. No allowance, however, shall be made for storage facilities which constitute a distinct hazard to life and property, nor shall any allowance be made for storage facilities wherein proper safeguards for the control and security of explosives cannot be maintained.

- (d) Set uniform requirements for the use and handling of explosives that would apply statewide.
- (e) The building standards published in the California Building Standards Code relating to storage of explosives and the other regulations adopted by the State Fire Marshal pursuant to this section shall apply uniformly throughout the state, and no city, county, city and county, or other political subdivision of this state, including, but not limited to, a chartered city, county, or city and county, shall adopt or enforce any ordinance or regulation that is 18 inconsistent with this section.
- (f) In making the regulations, the State Fire Marshal 20 shall consider as evidence of generally accepted safety standards the publications of the National Fire Protection 22 Association, the United States Bureau of Mines, the 23 United States Department of Defense, and the Institute of Makers of Explosives.
- (g) The regulations shall establish standards relating to the size, form, contents, and location of caution placards to be placed on or near storage facilities for class 1.1, 1.2, and 1.3 explosives as set forth in Article 77 of the 29 Uniform Fire Code of the International Conference of 30 Building Officials the Fire Chiefs and Western Association, Inc. or similar standards that are consistent with the United States Department of Transportation classifications under the United Nations guidelines, or for any explosives as defined in Title 18 of the United States Code and Title 27 of the Code of Federal Regulations.
- SEC. 5. Section 12101 of the Health and Safety Code 36 37 is amended to read:
- 12101. (a) No person shall do any one of the following 38 without first having made application for and received a permit in accordance with this section:

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- 1 (1) Manufacture explosives.
- 2 (2) Sell, furnish, or give away explosives.
- 3 (3) Receive, store, or possess explosives.
- (4) Transport explosives.
- 5 (5) Use explosives.

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- (6) Operate a terminal for handling explosives.
- (7) Park or leave standing any vehicle explosives, except when parked or left standing in or at a safe stopping place designated as such by the 10 Department of the California Highway Patrol under Division 14 (commencing with Section 31600) of the 12 Vehicle Code.
 - (b) Application for a permit shall be made to the appropriate issuing authority.
- (c) (1) A permit shall be obtained from the issuing 16 authority having the responsibility in the area where the activity, as specified in subdivision (a), is to be conducted.
- (2) If the person holding a valid permit for the use or 19 storage of explosives desires to purchase or receive explosives in a jurisdiction other than that of intended use or storage, the person shall first present the permit to the 22 issuing authority in the jurisdiction of purchase or receipt 23 for endorsement. The issuing authority may include any 24 reasonable restrictions or conditions which the authority 25 finds necessary for the prevention of fire and explosion, 26 the preservation of life, safety, or the control and security of explosives within the authority's jurisdiction. If, for any reason, the issuing authority refuses to endorse the permit previously issued in the area of intended use or storage, 30 the authority shall immediately notify both the issuing authority who issued the permit and the Department of Justice of the fact of the refusal and the reasons for the refusal.
- (3) Every person who sells, gives away, delivers, or 35 otherwise disposes of explosives to another person shall 36 first be satisfied that the person receiving the explosives has a permit valid for that purpose. When the permit to receive explosives indicates that the intended storage or use of the explosives is other than in that area in which the permittee receives the explosives, the person who sells,

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gives away, delivers, or otherwise disposes of the explosives shall insure that the permit has been properly endorsed by a local issuing authority and, further, shall 4 immediately send a copy of the record of sale to the 5 issuing authority who originally issued the permit in the area of intended storage or use. The issuing authority in the area in which the explosives are received or sold shall not issue a permit for the possession, use, or storage of 9 explosives in an area not within the 10 iurisdiction.

- (d) In the event any person desires to receive 12 explosives for use in an area outside of this state, a permit 13 to receive the explosives shall be obtained from the State 14 Fire Marshal.
- include (e) A permit may any restrictions 16 conditions which the issuing authority finds necessary for the prevention of fire and explosion, the preservation of 18 life, safety, or the control and security of explosives.
- (f) A permit shall remain valid only until the time 20 when the act or acts authorized by the permit are performed, but in no event shall the permit remain valid 22 for a period longer than one year from the date of issuance of the permit.
- (g) Any valid permit which authorizes the 25 performance of any act shall not constitute authorization 26 for the performance of any act not stipulated in the permit.
- (h) An issuing authority shall not issue a permit 29 authorizing the transportation of explosives pursuant to section if the display of placards for 30 this transportation is required by Section 27903 of the Vehicle Code, unless the driver possesses a license for the 33 transportation of hazardous materials issued pursuant to 34 Division 14.1 (commencing with Section 32000) of the 35 Vehicle Code, or the explosives are a hazardous waste or 36 extremely hazardous waste, as defined in Sections 25117 and 25115 of the Health and Safety Code, and the transporter is currently registered as a hazardous waste hauler pursuant to Section 25163 of the Health and Safety 40 Code.

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1 (i) An issuing authority shall not issue a permit pursuant to this section authorizing the handling or storage of class 1.1, 1.2, or 1.3 explosives in a building, unless the building has caution placards which meet the 5 standards established pursuant to subdivision (g) 6 Section 12081.

- (j) (1) A permit shall not be issued to a person who meets any of the following criteria:
 - (A) He or she has been convicted of a felony.
 - (B) He or she is addicted to a narcotic drug.

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- (C) He or she is in a class prohibited by Section 8100 or 8103 of the Welfare and Institutions Code or Section 12021 or 12021.1 of the Penal Code.
- (2) For purposes of determining whether a person 15 meets any of the criteria set forth in this subdivision, the 16 issuing authority shall obtain two sets of fingerprints on prescribed cards from all persons applying for a permit 18 under this section and shall submit these cards to the 19 Department of Justice. The Department of Justice shall 20 utilize the fingerprint cards to make inquiries both within this state and to the Federal Bureau of Investigation regarding the criminal history of the applicant identified on the fingerprint card.

This paragraph does not apply to any person possessing 25 a current certificate of eligibility issued pursuant to paragraph (4) of subdivision (a) of Section 12071.

- (k) An issuing authority shall inquire with 28 Department of Justice for the purposes of determining whether a person who is applying for a permit meets any 30 of specified in subdivision criteria Department of Justice shall determine whether a person who is applying for a permit meets any of the criteria specified in subdivision (j) and shall either grant or deny 34 clearance for a permit to be issued pursuant to the 35 determination. The Department of Justice shall 36 disclose the contents of a person's records to any person who is not authorized to receive the information in order to ensure confidentiality.
- SEC. 6. Section 6710 of the Labor Code is amended to 39 40 read:

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6710. (a) At every place of employment where explosives are used in the course of employment, there shall be a person licensed pursuant to Chapter 3 (commencing with Section 7990) of Part 9, to supervise and visually direct the blasting operation.

- (b) For the purposes of this section, "explosives" shall include, but not be limited to, class 1.1, 1.2, or 1.3 explosives, blasting caps, detonating cord, and charges or projectiles used in the control of avalanches. For the 10 purposes of this section, "explosives" shall not include small arms ammunition or class 1.4 explosives such as explosive powerpacks in the form of explosive cartridges 13 or explosive-charged construction devices, 14 rivets, bolts, and charges for driving pins and studs, and cartridges for explosive-actuated power devices.
- (c) This section shall not apply to persons, firms, or corporations licensed pursuant to Part 2 (commencing 17 18 with Section 12500) of Division 11 of the Health and 19 Safety Code.
- 20 SEC. 7. Section 31600 of the Vehicle Code is amended 21 to read:
- 31600. For the purposes of this division "explosive" or "explosives" means any substance, or combination of 24 substances, the primary or common purpose of which is detonation or rapid combustion and which is capable of a relatively instantaneous or rapid release of gas and heat. "Explosive" or "explosives" includes, but is 28 necessarily limited to, explosives as defined in Section 12000 of the Health and Safety Code, and any of the 30 following:
- (a) Dynamite, nitroglycerine, picric acid, lead azide, 32 fulminate of mercury, black powder, smokeless powder, propellant explosives, detonating primers, blasting caps, 34 commercial boosters, ammonium nitrate-fuel oil mixture 35 (blasting agent), or any explosives as defined in Title 18 36 of the United States Code or Title 27 of the Code of 37 Federal Regulations, when transported in a combined load with any explosive, as defined in this section.
- (b) Substances determined to be class 1.1, class 1.2, 39 class 1.3, or class 1.6 explosives as classified by the United

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States Department of Transportation under the United Nations guidelines.

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- (c) "Explosive" or "explosives" does not include small arms ammunition or any other class 1.4 explosive.
- (d) This division shall not apply to special fireworks classified the United States Department by Transportation as class 1.2 or class 1.3 explosives when regulated special fireworks are by conformance with Part 2 (commencing with 12500) of Division 11 of the Health and Safety Code.
- (e) Nothing in this chapter supersedes any regulations for the transportation of hazardous materials as defined in Section 2402.7 or as regulated in Division 14.1 (commencing with Section 32000).
- SEC. 8. Section 32000.5 of the Vehicle Code is 16 amended to read:
- 32000.5. (a) Every motor carrier who directs 18 transportation of an explosive and, on and after July 1, 1982, any motor carrier who directs the transportation of 20 a hazardous material, who is required to display placards pursuant to Section 27903, and every motor carrier who transports for a fee in excess of 500 pounds of hazardous materials of the type requiring placards pursuant to Section 27903, shall be licensed in accordance with the provisions of this code, unless specifically exempted by 26 this code or regulations adopted pursuant to this code. This license shall be available for examination and shall be displayed in accordance with the regulations adopted by the commissioner.
 - (b) This division does not apply to any person hauling only hazardous waste, as defined in Section 25115 or 25117 of the Health and Safety Code, and who is registered pursuant to subdivision (a) of Section 25163 of the Health and Safety Code or who is exempt from that registration pursuant to subdivision (b) of that section.
- (c) This division does not apply to implements of 36 husbandry, as defined in Section 36000. 37
- (d) This division does not apply to the hauling of class 38 1.3 explosives classified as special fireworks or to class 1.4 explosives classified as common fireworks by the United

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States Department of Transportation if those fireworks are transported by a motor carrier under the authority of, and in conformance with, a license issued to the motor carrier by the State Fire Marshal pursuant to Part 2 (commencing with Section 12500) of Division 11 of the Health and Safety Code. In that case, a copy of the license shall be carried in the vehicle and presented to any peace 8 officer upon request.

SEC. 9. Section 34631.5 of the Vehicle Code is 10 amended to read:

34631.5. (a) (1) Every motor carrier of property as defined in Section 34601, except those subject to paragraph (2), (3), or (4), shall provide and thereafter 14 continue in effect adequate protection against liability imposed by law upon those carriers for the payment of damages in the amount of a combined single limit of not less than seven hundred fifty thousand dollars (\$750,000) on account of bodily injuries to, or death of, one or more persons, or damage to or destruction of, property other than property being transported by the carrier for any shipper or consignee whether the property of one or more than one claimant in any one accident.

- (2) Every motor carrier of property, as defined in Section 34601, who operates only vehicles under 10,000 pounds gross vehicle weight rating (GVWR) and who 26 does not transport any commodity subject to paragraph (3) or (4), shall provide and thereafter continue in effect adequate protection against liability imposed by law for the payment of damages caused by bodily injuries to or the death of any person; or for damage to or destruction property of others, other than property being transported by the carrier, in an amount not less than three hundred thousand dollars (\$300,000).
- intrastate motor carrier of property, (3) Every 35 defined in Section 34601, who transports petroleum 36 products in bulk, including waste petroleum and waste petroleum products, shall provide and thereafter 38 continue in effect adequate protection against liability imposed by law upon the carrier for the payment of damages for personal bodily injuries (including death

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resulting therefrom) in the amount of not less than five hundred thousand dollars (\$500,000) on account of bodily injuries to, or death of, one person; and protection against a total liability of those carriers on account of bodily 5 injuries to, or death of more than one person as a result of any one accident, but subject to the same limitation for each person in the amount of not less than one million dollars (\$1,000,000); and protection in an amount of not less than two hundred thousand dollars (\$200,000) for one 10 accident resulting in damage to or destruction property other than property being transported by the shipper or consignee, 12 carrier for any whether property of one or more than one claimant; or a combined 14 single limit in the amount of not less than one million two 15 hundred thousand dollars (\$1,200,000) on account of 16 bodily injuries to, or death of, one or more person or damage to or destruction of property, or both, other than 17 property being transported by the carrier for any shipper 19 or consignee whether the property of one or more than 20 one claimant in any one accident. 21

(4) Except as provided in paragraph (3), every motor carrier of property, as defined in Section 34601, that transports any hazardous material, as defined by Section 353, shall provide and thereafter continue in effect adequate protection against liability imposed by law on those carriers for the payment of damages for personal injury or death, and damage to or destruction of property, in amounts of not less than the minimum levels of financial responsibility specified for carriers of hazardous 30 materials the United by States Department Transportation in Part 387 (commencing with Section 387.1) of Title 49 of the Code of Federal Regulations. The applicable minimum levels of financial responsibility required are as follows:

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1 2 3 4 5 6 7 8 9	Combined Single Limit Commodity Transported: (A) Oil listed in Section 172.101 of Title 49 of the Code of Federal Regulations; or hazardous waste, hazardous materials and hazardous substances defined in Section 171.8 of Title 49 of the Code of Federal Regulations and listed in Section 172.101 of Title 49 of the Code of Federal
11	Regulations, but not mentioned in
12	subparagraph (C) or (D).
13	(B) Hazardous waste as defined in Section \$1,000,000
14	25117 of the Health and Safety Code and
15	in Article 1 (commencing with Section
16	66261.1) of Chapter 11 of Division 4.5 of
17	Title 22 of the California Code of
18 19	Regulations, but not mentioned in subparagraph (C) or (D).
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21	(C) Hazardous substances, as defined in \$5,000,000 Section 171.8 of Title 49 of the Code of
22	Federal Regulations, or liquefied
23	compressed gas or compressed gas,
24	transported in cargo tanks, portable tanks,
25	or hopper-type vehicle with capacities in
26	excess of 3,500 water gallons.
27	(D) Any quantity of class 1.1, 1.2, or 1.3 \$5,000,000
28	explosives; any quantity of poison gas
29	(Poison A); or highway route controlled
30	quantity radioactive materials as
31	defined in Section 173.403 of Title 49
32	of the Code of Federal Regulations.
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34	(b) (1) The protection required under subdivision
35	(a) shall be evidenced by the deposit with the
36	department, covering each vehicle used or to be used in
37	conducting the service performed by each motor carrier
38	of property, an authorized certificate of public liability
39	and property damage insurance, issued by a company
40	licensed to write the insurance in the State of California,

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or by a nonadmitted insurer subject to Section 1763 of the Insurance Code.

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- (2) The protection required under subdivision (a) by every motor carrier of property engaged in interstate or transportation of property 5 foreign in or California, shall be evidenced by the filing acceptance of a department authorized certificate insurance, or qualification as a self-insurer as may be authorized by law.
- certificate of insurance. evidencing (3) A protection, shall not be cancelable on less than 30 days' 12 written notice the department, the notice to to commence to run from the date notice is actually 14 received at the office of the department in Sacramento.
- (4) Every insurance certificate equivalent 16 protection to the public shall contain a provision that the certificate or equivalent protection shall remain in full force and effect until canceled in the manner provided by paragraph (3).
 - (5) Upon cancellation of an insurance certificate or the cancellation of equivalent protection authorized by the Department of Motor Vehicles, the motor carrier permit of any motor carrier of property, shall stand suspended immediately upon the effective date of the cancellations.
 - (6) No carrier shall engage in any operation on any public highway of this state during the suspension of its permit.
- (7) No motor carrier of property, whose permit has paragraph suspended under (5) shall operations unless and until the carrier has filed an insurance certificate or equivalent protection in effect at the time and that meets the standards set forth in this section. The operative rights of the complying carriers shall be reinstated from suspension upon the filing of an 36 insurance certificate or equivalent protection.
- (8) In order to expedite the processing of insurance 37 38 filings by the department, each insurance filing made should contain the insured's California carrier number, if known, in the upper right corner of the certificate.

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SEC. 10. No reimbursement is required by this act pursuant to Section 6 of Article XIII B of the California Constitution because the only costs that may be incurred by a local agency or school district will be incurred because this act creates a new crime or infraction, eliminates a crime or infraction, or changes the penalty for a crime or infraction, within the meaning of Section 17556 of the Government Code, or changes the definition of a crime within the meaning of Section 6 of Article XIII B of the California Constitution.

Notwithstanding Section 17580 of the Government Code, unless otherwise specified, the provisions of this act shall become operative on the same date that the act takes effect pursuant to the California Constitution.